

Evaluation of Beginning Teacher Induction Program in Elementary Schools

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Abstract: One effort to improve teacher quality is the beginning teacher induction program or Program Induksi Guru Pemula (PIGP). PIGP is an orientation activity, on-the-job training, development, and practice of solving various problems in the learning process for beginning teachers at their workplace. PIGP aims for beginning teachers to adapt and become professional teachers. The aims of this study were to evaluate the beginning teacher induction program or PIGP at Harapan 1 Public Elementary School, Cimahi City, Indonesia. The method used is evaluation research with the Responsive Evaluation Model. This evaluation model emphasizes the response of program stakeholders which includes antecedents, transactions, and outcomes. The research sample was one of the teachers at Harapan 1 Public Elementary School, Cimahi City, Indonesia. The results of the study indicated that the antecedent aspects consisting of planning and preparation for PIGP had been sufficiently implemented. In the transaction aspect, overall the PIGP implementation activities were not implemented properly. Finally, on the aspect of outcomes, namely the performance of beginning teachers in learning, it can be concluded that the competence of beginning teachers is good at planning lessons. However, beginning teachers' competence in carrying out learning and evaluating is in the sufficient category. It can be concluded that the PIGP evaluation at Harapan 1 Public Elementary School was in the sufficient category. Therefore, improvements to PIGP are needed, one of which is to improve the quality of school principals in designing PIGP because school principals are the key to the success of PIGP.

Keywords: Teacher Induction Program, Beginning Teacher, Elementary School

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Introduction

Quality education is born from a good planning system, with good material and management systems, and delivered by good teachers with quality education components, especially teachers (Mulyasana, 2011, p. 120).

Teachers according to Law No. 14 of 2005 paragraph 1 professional educators with the main task of educating, teaching, guiding, directing, training, assessing, and evaluating students in early childhood education through formal education, basic education, and secondary education. The teacher plays an important role in the education process because the teacher is the implementer of the curriculum. Furthermore, teachers are directly involved in interacting with students, so their role will be very fundamental in the context of building a national civilization by improving the quality of education. It's vital and fundamental role makes this profession very noble. Krishna (2007) says that there are three noble professions, the first is teacher, the second is doctor, and the third is lawyer or prosecutor. If you have to choose, the teaching profession is the noblest.

The noble of this profession needs to be accompanied by continuous quality improvement. Law no. 14 of 2005 concerning teachers and lecturers states that four competencies must be mastered by teachers, namely: personal competence, pedagogical competence, professional competence, and social competence. Each competency has components that must be mastered by the teacher. For example, in pedagogic competence, several components must be mastered by the teacher, namely: 1) mastering the characteristics of students from the physical, moral, spiritual, social, cultural, emotional, and intellectual aspects. 2) mastering learning theory and educational learning principles. 3) develop a curriculum related to the subjects taught. 4) organizing educational learning. 5) utilizing information and communication technology for the benefit of learning. 6) facilitate the development of the potential of students to actualize their various potentials. 7) communicate effectively, empathetically, and politely with students. 8) Carry out assessments and evaluations of learning processes and outcomes. 9) utilizing the results of the assessment for the benefit of learning, and 10) taking reflective action to improve the quality of learning (Suhana, 2004).

The fact that the quality of education in Indonesia is low has been reported by various institutions such as those reported by PISA and TIMSS. In the PISA report, Indonesia was ranked 64th out of 65 countries in 2012 (OECD, 2013) and ranked 64th out of 72 countries in 2015 (OECD, 2017). Even though it has increased, Indonesia is still at a low level. Indonesia is still at a low ability level when viewed from a cognitive aspect (knowing, applying, reasoning) (Kusuma, et al., 2017). In line with PISA, the results of the TIMSS study of Indonesian students in 2011 were ranked 40 out of 42 countries and in 2015 they were ranked 45 out of 48 countries (TIMSS, in Nugroho, 2018). Furthermore, based on the results of the Teacher Competency Test conducted in 2015 the following national results were obtained, the maximum score was 100, the minimum score was 10, the average was 53.05 with a standard deviation of 12.56 from a total sample of 2,430,427 teachers. Of the 34 provinces in Indonesia, only seven provinces achieved scores above the average score, namely West Java, Central Java, Yogyakarta, Jakarta, Bali, East Java, and Bangka Belitung (Kemdikbud.go.id., 2015). The average score is of course still far from the government's target, which expects all teachers to achieve a score of 80. The results of these studies are enough to prove that the quality of education in Indonesia is not doing well.

The quality of Indonesian education is correlated with teacher competency. Leonard (2015) reported that almost

75 percent of teachers did not prepare for the learning process properly and taught conventionally (monotonously). Septiawan (2019) explains that Indonesia still has low-quality teacher competence. Saido, et al. (2015) showed that teachers tend to teach students to memorize concepts, while problem-based, collaborative, and investigative learning is still not implemented by teachers. These results are in line with the research of Sopandi, et al. (2019) in an innovative learning model workshop, teachers tend not to understand the syntax of innovative learning models that are already known so far that conventional models remain the mainstay of teachers in teaching students. Activities in the class that are dominated by assignments and memorization show the low involvement of students' thinking skills in learning (Tembang, 2017). There is still a lot of rote material contained in short-term memory, so students' thinking skills in Indonesia are only at the level of remembering, restating, or referring without processing (reciting) (Nugroho, 2018, p. 12). This will have implications for ratings that are also unsatisfactory or have not touched HOTS (Abdullah, et al., 2017). This is what causes Indonesian students to be at the LOTS level and has a direct impact on the low quality of Indonesian education.

Various efforts have been made to improve teacher competence, both through workshops, seminars, and training. But in fact, these activities have not had a positive impact. One thing that is often forgotten is that a teacher must be well prepared, this preparation must be continuous starting from pre-service and Teacher Professional Education to becoming a beginning teacher in the Education unit. One form of developing and improving the quality of teachers, especially beginning teachers, is an induction program for beginning teachers. An induction program is a system-wide, consistent, and comprehensive process of training and support that continues for two or three years and then smoothly becomes part of a lifelong professional development program to keep new teachers teaching and increase their effectiveness (Alberta, 2013). The induction program aims to improve the performance and retention of new teachers and improve skills to prevent the loss of new teachers to enhance student growth and learning (Ingersoll, 2012). In the Indonesian context, this induction program is called the Program Induksi Guru Pemula (PIGP).

Beginning Teacher Induction Program or PIGP (Kemdikbud, 2010) is an orientation activity, on-the-job training, development, and practice of solving various problems in the learning process and counseling guidance for beginning teachers in their workplace. Beginning teachers are teachers who are assigned to carry out the learning process and counseling guidance for the first time in an education unit organized by the government, local government, or community. The aims of implementing the Induction Program focused to guide beginning teachers so they can: 1) adapt to the work climate and school culture and 2) carry out their work as professional teachers in schools. PIGP is regulated in the ministerial Regulation for Administrative Reform and Bureaucratic Reform No. 16 of 2009 concerning Functional Positions of Teachers and regulation of the Minister of Education and Culture No. 27 of 2010 concerning Beginning Teacher Induction Programs.

From the description above, the researcher is interested in conducting a further evaluation to provide an overview of the beginning teacher induction program in Cimahi City, especially at Harapan 1 Public Elementary School as well as evaluate the implementation and success of the program. Because it aims to provide an

overview of the conditions for program preparation, the involvement of school supervisors, the implementation of the beginning teacher induction program, and the achievement of the program's objectives, the researcher uses the "responsive" evaluation model from Stake. The Stake evaluation model seeks to describe the events, activities, and conditions that existed before, during, and after the implementation of a program by taking into account the responses of the stakeholders involved in the program. The researcher took the title "Evaluation of the Beginning Teacher Induction Program at Elementary School".

Method

This research is evaluation research that uses the Responsive Evaluation Model which was developed in 1975 by Robert E. Stake. This evaluation model emphasizes the response of program stakeholders which includes antecedents, transactions, and outcomes. The evaluation criteria used in this study refer to the criteria set by the Ministry of Education and Culture (2010) in the PIGP implementation guidelines, namely: 1) Antecedent aspects are focused on two components which include planning for the implementation of the beginning teacher induction program and preparation for PIGP implementation; 2) The transaction aspect focuses on PIGP implementation starting from PIGP guidance, assessment and reporting activities; and 3) The outcomes aspect in this study consisted of three components, namely the teacher's ability to plan to learn, the teacher's ability to carry out learning and the teacher's ability to evaluate student learning outcomes.

This study uses qualitative and quantitative methods to describe the results of the PIGP evaluation at Harapan 1 public elementary school. The data in this study were collected in three ways, namely by using interviews, documentation studies, and observation. The informants involved were Elementary School Superintendents, Principals, Supervisors, and Beginning Teachers. While observation is used to obtain data regarding the competence of beginning teachers who have participated in PIGP. The range of values to see teacher performance is as follows (Kemdikbud, 2010)

Table 1. Beginning Teacher Performance Score Criteria

Criteria Value Range	Criteria
91-100	Very Good
76-90	Good
61-75	Enough
51-60	Less
< 50	Very Less

To support and strengthen the accuracy of the data that has been collected through interviews and observations, a review of several documents related to the beginning teacher induction program at Harapan 1 public elementary school was carried out.

Results

This research is evaluation research using the Responsive from Stake model (antecedent, transaction, and outcomes) or often also referred to as the input, process, and results of the beginning teacher induction program at Harapan 1 public elementary school. The data generated in this study will be discussed based on the three evaluation dimensions.

1. Planning and preparation for PIGP at Harapan 1 Public Elementary School

The input (antecedent) aspect is focused on two components which include planning for the implementation of the beginning teacher induction program and preparation for implementing PIGP. In the PIGP planning the supervisor makes the plan by including the program in the supervision program related to the implementation of PIGP and the supervisor records the newly appointed teachers. The supervisor then held a coordination meeting with the education office regarding the mechanism for implementing outreach to beginning teachers. The school principal follows up on the guidance supervisor's submission by calling beginning teachers and appointing supervisors who will assist beginning teachers in implementing PIGP. Planning was not carried out properly because the schedule clashed with the basic training program for civil servants. Furthermore, beginning teacher mentors were taken from senior teachers from other elementary schools due to the absence of senior teachers who were ready to become mentors. This resulted in the PIGP planning meeting not being held with the school principal.



Figure 1. Interview Activities with School Supervisors and Principals

In the preparatory stage, the supervisor socializes the induction program and trains the parties involved in the program, namely principals, counselors, and beginning teachers. The school principal coordinates with supervisors in conveying information about PIGP to supervisors and beginning teachers and various things that must be prepared, then determining the time for implementing PIGP and facilitating the needs of these beginning teachers. However, supervisors are less involved in helping beginning teachers prepare their learning

administration. As a result, beginning teachers prepare learning tools that will be used when they start teaching independently in implementing PIGP.

2. Implementation of PIGP at Harapan 1 public elementary school Cimahi City

The process (transaction) aspect, namely the implementation of PIGP at Harapan 1 public elementary school includes three components, namely mentoring the implementation of PIGP, evaluating the implementation of PIGP, and reporting on the implementation of PIGP. Based on the guidance guide carried out by the supervisor only for the mentor and further guidance it is the mentor who guides the beginning teacher during the mentoring stage for 1 year, however, the supervisor does not carry out the guidance for the mentor. Supervisors carry out guidance to beginning teachers once. While the principal is only limited to coaching and mentoring beginning teachers, they are handed over to the supervisor's responsibility. At the guidance stage, the mentor has an important role.



Figure 2. Interview Activities with Mentor

The researcher's meeting with the mentor who had been appointed by the principal to be the supervisor provided information that was not very detailed about the stages of the guidance that had been carried out, the mentor only revealed an outline of the guidance that they carried out. Mentoring activities are not optimal, not only because of clashes with civil servant basic training schedules and the condition of Covid-19 which forced the disruption of PIGP activities, the factor of differences in work units between beginning teachers and mentor causes the intensity of mentoring to be very low. Based on the PIGP guidelines, mentoring activities are carried out during the 2nd to 9th month, where mentoring activities are carried out at least once a month. Mentoring activities were only carried out 3 times at quite a distance apart. This has an impact on the process of preparing the annual program, semester program, syllabus, and lesson plans conducted by beginning teachers that are not running optimally. Beginning teachers arrange learning administration independently. However, the mentor still provides positive feedback.

The assessment of the implementation of PIGP at Harapan 1 public elementary school carried out by the supervisor is a recapitulation of the assessment that has been obtained by the beginning teacher from the mentor and principal. The principal is responsible for evaluating the results of beginning teachers and the assessment by the principal is carried out in the second phase of the assessment together with the school supervisor which aims to determine the performance value of beginning teachers. The assessment of the PIGP beginning teacher at Harapan 1 public elementary school is the teacher competency possessed by the beginning teacher which is assessed from the second to the ninth month by the mentor and the tenth month is the final assessment by the school principal and school supervisor.

Reporting on the implementation of PIGP at Harapan 1 public elementary school, the supervisor only reports which is an accumulation of assessments from supervisors and school principals. The preparation of the PIGP report is carried out by the school principal based on evidence in the form of documents or other evidence collected during the one-year induction period through learning observation activities, and general observations about the performance of beginning teachers in learning. The reporting carried out by the principal during the implementation of the beginning teacher induction program at Harapan 1 public elementary school is to report the accumulated scores obtained by beginning teachers from mentor, school supervisors, and the principal himself during the PIGP implementation. Meanwhile, the reporting on the implementation of PIGP at Harapan 1 public elementary school which was carried out by mentor was limited to reporting the results of the assessment of beginning teachers while implementing PIGP. In reporting activities, the school principal did not propose to issue a certificate to the Education Office.

3. The performance of teachers who have participated in PIGP at Harapan 1 public elementary school Cimahi City

The outcome aspects in this study consisted of three components, namely the teacher's ability to plan learning, the teacher's ability to carry out learning, and the teacher's ability to assess student learning outcomes. These three abilities were analyzed descriptively quantitatively, then the scores obtained were interpreted using the value range table (criteria) which has been described in the methods section.

The ability to plan lessons can be seen in the lesson plan documents prepared by beginning teachers. the learning implementation plan is taken from the learning implementation plan used in the PIGP assessment in the 10th month. The following table shows the teacher's ability to plan learning.

Table 5. Results of Analysis of Documentation Study Instruments Concerning Teachers' Ability to Plan Lessons

No	Observed Things	Score
1	Load lesson plan components according to Permendikbud no 22 of 2016/SE No 14 of 2019	4

2	Conformity between Basic Competencies-Indicators-Objectives-Assessments	4
3	There is a student-centered learning step	4
4	There are innovative learning resources and media	2
5	There are elements of renewable learning (literacy, character, 4Cs, ICT) in the learning steps	3
6	there is a HOTS-oriented assessment	3
	total	20

Based on the table above regarding the criteria for the dimensions of outcomes in the aspect of the teacher's ability to plan to learn, a score of 20 is obtained and converted to a scale of 100, and a score of 83.3 is obtained. So it can be concluded that the ability of teachers to plan lessons that have participated in PIGP at Harapan 1 public elementary school is in a good category.



Figure 3. Observation of Learning Implementation Activities

Furthermore, on the outcomes dimension, the aspect of the teacher's ability to carry out learning is assessed through observation of the implementation of learning for beginning teachers during the PIGP assessment. The following scores obtained are presented in the table below.

Table 6. Results of the Observation Instrument Analysis Regarding the Teacher's Ability to Implement Learning

OBSERVED ASPECT	SCORING SCALE
A INTRODUCTION / INITIAL ACTIVITIES (KW)	
1. Orientation/Creation of Initial Conditions	5
2. Attract attention/motivate	4
3. Provide reference	4
4. Making connections/apperceptions	3
<i>Total = 16</i>	
B PRESENTATION / CORE ACTIVITIES (KI)	
1. Explanation of concepts / data / facts / principles with examples / illustrations / demonstrations	5

2.	Questions and answers / giving reinforcement	4
3.	Providing learning activities/assignments	4
4.	Use of learning media	2
<i>Total = 15</i>		
C CLOSING / FINAL ACTIVITY (KK)		
Draw conclusions together		3
Reflection		4
Evaluation		1
Follow-up		4
<i>Total = 12</i>		

Total Score = KW + KI + KK = 16 +15+12 = 43

Based on the table above and the criteria for the dimensions of outcomes in the aspect of the teacher's ability to carry out learning, a total score of 43 is obtained and converted to a scale of 100 with a score of 71.6. So it can be concluded that the ability of teachers to carry out learning that has participated in PIGP at Harapan 1 public elementary school is in the sufficient category.

Furthermore, the dimensions of outcomes in the aspect of the teacher's ability to assess learning, it is assessed through a documentation study of lesson plans and assessment instruments. The following table presents the results of the assessment.

Table 7 Results of Analysis of Documentation Study Instruments Concerning Teachers' Ability to Assess Student Learning Outcomes

No	Observed Things	Score
	Teacher	
1	Contains affective, cognitive, and psychomotor assessments	4
2	Using a variety of alternative assessments	4
3	There are questions and grids	2
4	There are scoring guidelines	1
5	HOTS oriented assessment	4
Total score		14

Based on the table above and the criteria for the dimensions of outcomes in the aspect of the teacher's ability to assess student learning outcomes, a score of 14 was obtained and converted to a scale of 100 to 70. It can be concluded that the teacher's ability to assess student learning outcomes who have participated in PIGP at Harapan 1 public elementary school is enough category.

Discussion

Based on the results of the PIGP evaluation described above, information can be obtained that the

implementation of PIGP at Harapan 1 public elementary school has not been implemented properly. This can be seen from the input aspect (antecedent) which includes two components, namely planning for PIGP implementation and preparation for PIGP implementation, both of which have not been implemented optimally. Not including PIGP in school activity plans has resulted in PIGP not being seen as a school program that has a high level of urgency. As a result, the implementation of PIGP has become less than optimal. This illustrates that the ability of school principals to plan PIGP is still low, this is consistent with the results of Pakaya's research (2019) which states that the ability of school principals to plan PIGP is still low.

In addition to this input aspect, there was an inconsistency in the PIGP schedule which clashed with the basic training for prospective civil servants base schedule. Furthermore, there is no reduction in teaching hours for beginning teachers so beginning teachers find it difficult to arrange time for guidance. Another problem is the appointment of mentors who do not use specific criteria resulting in less optimal involvement of supervisors, even though according to Niam (2021) the process of appointing PIGP supervisors needs to be carried out with a certain mechanism so that the quality of supervisors is maintained. This happens because there is no proper planning between the principal and supervisor, even though the principal and supervisor must plan and prepare for PIGP together to obtain maximum results (Sugiyarti & Sumardjoko, 2017). These obstacles explain that several aspects of PIGP planning and preparation are not by the PIGP guidelines.

Because the PIGP planning and preparation process encountered many obstacles, this had an impact on the PIGP implementation. Mentor don't guide beginning teachers, this can be seen from the low intensity of mentoring carried out. Instructors only carry out 3 mentorships while in the PIGP guidelines at least once a month which means a minimum of nine mentorships. This also happens to school principals and supervisors whose number of mentoring is below the standard for the amount of mentoring in the guidelines. The reason stated was the condition of the Covid-19 Pandemic which reduced mobility. However, Milaini (2021) in his research suggested that when conducting guidance during the Covid-19 Pandemic, you could use E-Mentoring which was proven to improve the performance of beginning teachers. This emphasizes that stakeholders do not understand that the use of technology to support work is mandatory (Murti, 2015).

Furthermore, the PIGP assessment did not encounter significant obstacles. This is because school principals and supervisors are accustomed to giving an assessment of teacher performance in teaching. Various obstacles experienced in the implementation of PIGP, directly and indirectly, had an impact on the teaching performance of beginning teachers. The results of the analysis show that the beginning teacher's ability to design learning is in a good category. This is because, according to interviews, beginning teachers previously knew how to prepare lesson plans in lectures. However, in the aspect of carrying out learning and evaluating the performance of beginning teachers, it is in the sufficient category. This indicates that PIGP has not been implemented properly. Whereas induction of beginning teachers is an important process in enculturating teachers for their new careers and helping them overcome obstacles in the early years of teaching (Kearney, 2021).

The induction program has been proven to support improving the welfare of beginning teachers. (Helsel DeWert, Babinski, & Jones, 2003; Kessel, 2010). In a review of the literature on research on Beginning teacher learning and professional development, Avalos (2016) emphasizes the benefits of having a support system (eg, mentoring), as early career phases must be strengthened and beginning teachers must be supported in a context shaped by a learning culture (Sunde & Ulvike , 2014).

What is more important is that the success of PIGP depends on the quality of school principals (Costa et al. 2019). Therefore, to improve the quality of PIGP, training for school principals is needed. Managerial individual guidance strategies can be an option for improving the quality of school principals in implementing PIGP (Pakaya, 2019).

Conclusion

Based on the results of the study it can be concluded that the antecedent aspect which consists of PIGP planning and preparation, has been implemented quite well because the principal, supervisor, mentor, and beginning teacher have studied the PIGP documents. However, there are drawbacks, namely the school implementing the program does not include this induction program in the school program. Apart from that, the Covid-19 condition, the appointment of supervisors who did not meet the criteria, and inconsistent schedules (schedule clashes with basic training for prospective civil servants) made PIGP preparation and planning activities not carried out properly.

In the transaction aspect, overall the PIGP implementation activities were not implemented properly. Even though the introduction to the school environment was carried out well, the mentoring activities of supervisors, principals, and mentor were not optimal as evidenced by the lack of mentoring as stated in the guidelines. Mentor from different schools lead to a lack of assistance for beginning teachers. The absence of a reduction in teaching hours and clashes with prospective civil servants during PIGP made it difficult for beginning teachers to focus on completing PIGP.

Finally, on the aspect of outcomes, namely the performance of beginning teachers in learning, it can be concluded that beginning teacher competence is good at planning lessons. However, beginning teachers' competence in carrying out learning and evaluating is in the sufficient category. Therefore it is necessary to improve PIGP, one of which is to improve the quality of school principals in designing PIGP because school principals are the key to the success of PIGP. Efforts to increase this can be done using individual managerial training or guidance to school principals.

Recommendations

This study concluded that the implementation of the beginning teacher induction program had not gone well.

Therefore, further research is needed regarding the more effective and efficient design of beginning teacher induction program training for school principals so they can understand the program well. Furthermore, interventions are needed using both learning models and learning methods so that the implementation of the beginning teacher induction program can be better.

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